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ABSTRACT

North Carolina Agricultural and Technical State University at Greensboro is described in this case report, one of a series in a study of developing colleges and universities funded in the Advance Program of Title III. Historically a black institution, A & T now provides diverse academic programs to an increasingly diverse student population. In 1974 the university received a five-year AIDP grant for $2 million to undertake 17 activities in the following areas: (1) faculty and administrative development; (2) academic development and career options; (3) student affairs; (4) planning, management, and evaluation (PME); and (5) management information system (MIS). This report reviews A & T's state-of-development, administrative structure, and management system. Also discussed is its management effectiveness, including the attention paid to management needs, implementation of a viable management system, effectiveness of resource use and planning, quality and effectiveness of constituent involvement, and renewal capacity. It is concluded that the university needs to establish a university-wide planning capacity and to develop a method of evaluating existing programs. (LBH)

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CASE STUDY IV

North Carolina Agricultural
and Technical State University
Greensboro, North Carolina

A Study of Selected Developing Colleges and Universities

prepared by
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Harvard University
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for the
United States Office of Education
Office of Planning, Budgeting and Evaluation
December, 1977

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This study of selected developing colleges and universities was undertaken for the United States Office of Education, Office of Planning, Budgeting, and Evaluation under contract number [redacted]. The study was conducted by Edward P. St. John, a researcher at Harvard University Graduate School of Education, in close collaboration with George B. Weathersby, who served as principal investigator. The purpose of the study was to refine an institutional development model that has direct implications for Title III of the Higher Education Act of 1965.

Reports prepared under this contract are listed below and copies can be obtained from the USOE-OPBE (Room 4087, 400 Maryland Avenue, S.W., Washington, D.C. 20202) or from George B. Weathersby (c/o Indiana Commission of Higher Education, 143 West Market Street, Indianapolis, Indiana 46204). Special thanks is extended to our typists, Mary Sanderson, Connie Tuton, and Careyleah MacLeod.

Final Report

"Structure, Management, and Intervention"

Case Studies

I. "Doane College, Crete, Nebraska"

II. "St. Mary's Junior College, Minneapolis, Minnesota"

III. "Xavier University of Louisiana, New Orleans, Louisiana"

IV. "North Carolina Agricultural and Technical State University, Greensboro, North Carolina"

V. "Valencia Community College, Orlando, Florida"

The attached case study is a portion of a study of selected developing colleges and universities funded in the Advanced Program of Title III of the Higher Education Act. The insitution has reviewed the contents to insure factual accuracy. Each case study has a common format:

I. Introduction

II. State-of-Development (of institutional sub-systems: environment; mission; structure; groups/individuals; and technologies)

III. Structural History (the historical development of the institution)

IV. Administrative Structure (the formal organization of the institution)

V. Management System (the management practices inplemented on campus)

VI. Management Effectiveness (attention paid to management needs, implementation of viable management system; effectiveness of resource use and planning; quality and effectiveness of constituent involvement; and renewal capacity)

VII. Conclusions

Attachment IV

North Carolina Agricultural and Technical State University
Greensboro, North Carolina

North Carolina Agricultural and Technical State University (A & T) was founded in 1891 as the state's land-grant institution for Blacks. Originally name A. and M. College for the Colored Race, North Carolina A & T has evolved into a large-complex university. It now is one of the sixteen campuses of the University of North Carolina system, has six undergraduate schools and a graduate school, and serves a student population of over five thousand. An historically Black institution, A & T now provides diverse academic programs to an increasingly diversified student population.

In 1974, A & T received a five-year AIDP grant for $2 million to undertake seventeen activities in the following areas: (1) faculty and administrative development; (2) academic development and career options; (3) student affairs; (4) planning, management, and evaluation (PME); and (5) management information system (MIS). In 1975 it received a supplementary AIDP grant for $630,000. Throughout its short history in the AIDP project at A & T, the school has been considered exemplary in its use of AIDP by most people who have visited the campus. During the past year A & T received a continuation grant for 1977-78 for $257,000. This recent allocation allows A & T to increase its expenditures on the following activities: (1) planning, management, and evaluation (PME); (2) management information system (MIS); (3) accreditation of the Teacher Education Program by NCATE; (4) accreditation of the School of Business and Economics by AACSB;

(5) the Cooperative Education Program; and (6) the Urban Problems Program.

State-of-Development

After eight and one-half decades of growth and development, North Carolina A & T is becoming a mature university. As an historically Black institution, A & T has weathered many of the problems facing Black higher-education institutions.

Environment. North Carolina A & T is located in Greensboro, North Carolina. The university catalogue describes its location as follows:

> North Carolina Agricultural and Technical State University is fully accredited by the Southern Association of Colleges and Schools. This coeducational institution occupies a unique campus nine blocks from the center of metropolitan Greensboro, North Carolina. The university's urban location puts major shopping areas, theaters, churches and transportation within convenient distance. This location is also an advantage to the many students who obtain part-time employment in the city.

Greensboro, a city of 165,000, is part of a three-city metropolitan area--Greensboro, Winston-Salem, and Highpoint--that is one of the largest metropolitan and industrial centers in North Carolina. Eight institutions of higher education are located in Greensboro, including another campus of the University of North Carolina. Several other higher-education institutions are located in the larger metropolitan area.

North Carolina has a distinguished public higher-education system. According to the Carnegie Council (1976), North Carolina is distinguished as: one of twelve states "to place community colleges within commuting distance of all or nearly all of their people" (p. 50); one of twelve states that has elements of distinction in

its graduate facilities in relation to its population; the one state that "has done especially well in the creation of Area Health Education Centers" (p. 51); and is one of ten states that has done especially well in increasing the support of their public universities in recent times. It is also the fifth state (sixth counting the District of Columbia) in its overall financial support of higher education per FTE student enrollment, expending over $200 per FTE above the national average. In fact, North Carolina's support of higher education is so abundant that the Carnegie Council observed that it was one of the states that "may have developed or may be developing surplus facilities" (p. 45). There are signs that the rate of public expenditure on higher education in the state will decrease in the near future, however.

A & T is one of the sixteen campuses of the University of North Carolina system. The system, which includes all the senior public institutions, is governed by one consolidated board. In addition, each campus has its own board of trustees "with power largely delegated from the central board" (Carnegie Council, 1976, p. 89). The system is headed by a president and each campus is headed by a chancellor.

A recent U.S. District Court ruling about desegregation of higher education in six states--Arkansas, Florida, Georgia, North Carolina, Oklahoma, and Virginia--will have an impact on the future of A & T. Among the required goals set forth in the new criteria announced by the Department of Health, Education and Welfare for implementing the court's decision are: that the proportion of Black and White high-

school students entering state institutions should be equal; that there should be an increase in the proportion of Black students in traditionally White institutions; that the proportion of White and Black state residents entering graduate and professional schools should be equal; that the proportion of Black administrators and faculty in positions requiring doctorates equal the proportion of Black people with these credentials; and that Black institutions receive commitments of faculty and programs at least comparable to those of historically White institutions (Chronicle of Higher Education, July 11, 1977). There is much uncertainty about how these criteria will affect the historically Black institutions--particularly the thirteen publicly-supported colleges, including A & T--that are located in these states. At present, the states are submitting to HEW plans for implementing the decision.

Mission. Since A & T was created in 1891 by a legislative act of the General Assembly of North Carolina as the state's Black land-grant institution, it has undergone several changes in its curriculum and organization. The original legislation reads in part:

> That the leading object of the institution shall be to teach practical agriculture and the mechanic arts and such branches of learning as related thereto, not excluding academical and classical instruction (North Carolina Public Laws, 1891, Chapter 549. From: Planning, Management and Evaluation Manual)

Subsequent developments in the mission included:

> Further development of its mission occurred when the General Assembly authorized the institution to grant the master's degree in 1939 and in 1953 when the School of Nursing was established. The General Assembly repealed its earlier mission statement in 1957 and refined the university's purpose to be primarily

> one of teaching the agricultural technical arts and sciences, the training of teachers and administrators and other programs approved by the North Carolina Board of Higher Education. (Final Plan, p. 2)

In 1967, ATSU, through another act of the North Carolina legislature, was renamed, to its present name, when it became a regional state university. In 1971 it became part of the UNC system. The authorization of the institution has remained essentially the same through these reorganizations.

There is some uncertainty about how the HEW regulations will affect the university. Historically, A & T has been predominantly Black, although there is some question about the continuation of this ethnic mixture under the new regulations. The administration seems particularly concerned about maintaining the qualities and character of the institution. There is little question, however, that the institution will survive. In fact, there is speculation that the decision could enhance the university. For example, Suresh Chandra, Dean of the School of Engineering, has expressed hope that the new regulations might bring the possibility of doctoral programs to the institution in areas like engineering, in which the state has more training needs.

Structure. North Carolina Agricultural and Technical State University is a complex institution. Although it is not as large as many other public university campuses, it has many of the same problems as these larger institutions due to its differentiated structure. Table IV-A gives some of the institutional characteristics for A & T for the five years prior to their original AIDP grant. During this

Table IV-A

North Carolina Agricultural and Technical State University
Selected Institutional Characteristics

	1969-70	1973-74
Total Educational and General Revenues	$7,023,984	$13,772,254
Income: Tuition and Fees	$1,399,699	$ 2,453,603
Income: Federal	$ 600,033	$ 3,516,642
Income: State	$4,538,440	$ 6,634,707
Expenditures for Education and General Purposes	$6,337,722	$ 9,827,062
Enrollment Total	3,714	4,751
Total Instructional Faculty	265	298
Total Full-Time Administrators	15	23

Source: Final AIDP Proposal

period, 1969-70 to 1973-74, the university experienced considerable growth. Total income for education and general purposes almost doubled, while enrollments increased by less than thirty percent. In 1973-74, almost half of the educational and general income was from state and local sources and a quarter from the federal government. In 1975-76, these percentages remained almost the same, with the percent of federal income increasing slightly, to thirty percent, and state and local remaining the same. That year, total education and general revenues were $16,140,443 and total income was slightly over $19.8 million. Expenditures totaled over $20.1 million for that fiscal year so the school experienced an operating deficit of

$338,526. Enrollments in 1975-76 reached a record 5,345.

For a university with less than six thousand students, A & T has a complex academic and administrative structure. The university has seven schools: School of Agriculture, School of Engineering, School of Education, School of Arts and Sciences, School of Business and Economics, School of Nursing and the Graduate School. It has its own board of trustees in addition to being part of the University of North Carolina system. The major administrative officers include: Chancellor, Vice Chancellor for Academic Affairs, Vice Chancellor for Student Affairs, Vice Chancellor for Fiscal Affairs, and Vice Chancellor for Development and University Relations. In addition to being chief administrative officer, the Chancellor has direct authority for the offices of planning, institutional research, and research administration.

Groups, Individuals. Historically, North Carolina A & T State University has not been diversified in its ethnic composition. It was created to serve Blacks; almost all of its students, administrators, and faculty have been Black. In the past decade the ethnic composition of the university community has changed slightly, with the student body now being about 10% White, and the faculty slightly more than 25% White. The administration remains predominantly Black. The recent U.S. Court decision may eventually influence the ethnic composition of the campus. Some of the new programs are attracting White students. In addition, the surplus of trained academic personnel has made a more diverse pool of faculty available to the university. My impression from interviews and discussions was that the

campus administration was positively disposed toward a more diverse ethnic mix on campus, and thus the recent court decision may become a positive force for the development of new programs that do attract diverse clients and staff. The campus remains oriented toward growth.

The mixture of students by sex and program is diversified at the university. Most of the schools, including the graduate school, are relatively equal in the number of men and women students (see Table IV-B). The two exceptions are nursing, which is predominantly women, and engineering, which is predominantly men. The university as a whole is relatively equal in the number of men (2,840 in 1976-77) and women (2,675 in 1976-77). Most of the students are from North Carolina.

Students and faculty have many avenues for involvement in decisions at A & T. As a result of some of the conflicts of the late sixties and early seventies, the university has consciously tried to establish processes that involve diverse constituent groups in decision making. These innovations are generally viewed as successful. In addition, the increasingly complex and differentiated academic and administrative structure has created several avenues for faculty involvement in the administration of schools and departments and in the development of new academic programs.

Technologies. North Carolina Agricultural and Technical State University's history is closely tied to the history of American technology. Land-grant colleges played an important role in the American technological take-off in agricultural and industry in the late nineteenth and early twentieth centuries. Although A & T, like other land-grant institutions, may not have kept up with all of the

Table IV-B

Distribution of Enrollment

Class	Agriculture		Arts & Sci		Education		Engineering		Bus & Econ		Nursing		SubTotals		TOTALS
	M	W	M	W	M	W	M	W	M	W	M	W	Men	Women	
New Freshmen	46	79	167	203	113	108	138	30	133	141	3	93	600	654	1254
Adv Freshmen	29	44	132	128	119	64	89	11	102	81	3	62	474	390	864
Sophomores	48	64	167	151	147	108	82	8	158	143	10	75	612	549	1161
Juniors	35	45	116	115	111	77	65	6	107	100	5	70	439	413	852
Seniors	18	41	87	96	74	56	43	1	84	66	2	54	308	314	622
5th Year	0	0	0	0	0	0	1	0	0	0	0	0	1	0	1
Spec Students	2	5	6	9	5	9	2	1	1	10	0	4	16	38	54
Subtotals	178	278	676	701	569	422	420	57	585	541	23	358	2450	2358	4808
Total by Schools	456		1377		991		477		1126		381		4808		
Graduate	26	3	34	44	124	121	7	0					191	168	359
Adv Graduate	11	2	38	33	122	96	10	0					181	131	312
Spec Graduate	3	0	2	5	13	13	0	0					18	18	36
Subtotals	40	5	74	82	259	230	17	0					390	317	707
Total by Schools	45		156		489		17						707		
Grand Totals	218	283	750	783	828	652	437	57	585	541	23	358	2840	2675	5515
Grand Totals by Schools	501		1533		1480		494		1126		381		5515		

State Students. . . .4661 - 85%
Out-of-State Students. . . . 854 - 15%
Total 5515 100%

Source: North Carolina Agricultural and Technical University, 1977

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technological advances in agriculture throughout its history, the university is currently very dynamic in its relationship with external technologies. The AIDP project, through the academic development and career options component, has helped the university to develop some of the most advanced programs in areas of industrial technology, mass communications, transportation, environmental planning, food technologies, architectural engineering, and urban problems. In addition, recent changes in federal funding policies in agriculture and aggressive deans in the School of Engineering and the School of Business and Economics have brought new research funds to the university and have generated a more active research program.

Although A & T is essentially a traditional institution in its instructional technology, relying heavily on traditional classrooms and laboratories in most areas, these technologies have become more diversified in the past decade. The Cooperative Education Program, a part of AIDP, gives many students learning options off campus while they are in college. The Urban Affairs Program, initiated in the late sixties to acquaint students with urban problems, provides students experiential learning options in a highly urbanized area.

Structural History

North Carolina Agricultural and Technical State University was established by an act of the North Carolina General Assembly in 1891. The college, however, was in operation a year prior to that. The Catalogue (1977) describes its beginnings as follows:

> The College began operation during the school year of 1890-91, before the passage of the state law creating it. This curious circumstance arose out of the fact that the Morrill Act passed by Congress in 1890 earmarked the proportionate funds to be allocated in bi-racial school systems to the two races. The A. and M. College for the White Race was established by the State Legislature in 1889 and was ready to receive its share of funds provided by the Morrill Act in the Fall of 1890. Before the college could receive these funds, however, it was necessary to make provisions for Colored students. Accordingly, the Board of Trustees of the A. and M. College in Raleigh was empowered to make temporary arrangements for these students. A plan was worked out with Shaw University in Raleigh where the College operated as an annex to Shaw University during the years 1890-91, 1891-92, and 1892-93.
>
> The law of 1891 also provided that the College would be located in such city or town in the State as would make to the Board of Trustees a suitable proposition that would serve as an inducement for said location. A group of interested citizens in the city of Greensboro donated fourteen acres of land for a site and $11,000 to aid in constructing buildings. This amount was supplemented by an appropriation of $2,500 from the General Assembly. The first building was completed in 1893 and the College opened in Greensboro during the fall of that year. (p. 3)

Further development to the academic structure did not take place for the next half century. The coeducational status was stopped in 1902, when enrollments were restricted to male students and the name was changed to the Agricultural and Technical College in 1915. The first apparent substantive changes in the quality and direction of the institution began in the late twenties and early thirties when the college started to get high rating by national accrediting organizations. Starting in the late nineteen thirties, development in the academic structure occurred. In 1939, A & T was authorized to grant master's degrees and in 1953 the School of Nursing was added.

The university appears to have stayed at a general equilibrium for the next several decades. The college had five presidents prior to Dr. Lewis C. Dowdy, the current Chancellor appointed in 1964.

Between 1925 and 1955 the institution had one president, Dr. F.D. Bluford. Historically, the institution has been run by the presidents, without a great deal of delegation to faculty.

During the sixties, the university experienced several reorganizations. In 1960, a major reorganization occurred. At that time four individuals reported directly to the President; one was the Dean of Instruction, who at the time was Dr. Dowdy. After Dowdy became President, further changes in the structure and governance of the university occurred. The late sixties was a period of rapid change. Student unrest was a major factor in the changes in the university governance process. A variety of issues surfaced in the late sixties: the Black power movement, the war, and the democratic reform of higher education. At A & T protests were severe; at times national guards were called on campus, and in one instance a student was killed. One outcome of this activity was change of the governance structure. In 1969, a university senate was organized to involve students, faculty, and administration in policy decisions.

Another force for change is the increasing complexity of the institution. In 1968, the university was reorganized. Effective September 1, 1968, the university was reorganized into the following seven academic areas: School of Agriculture; School of Arts and Sciences containing the Division of Humanities, the Division of Natural Sciences and Mathematics, and the Division of Social Sciences; School of Education; School of Engineering; School of Nursing; School of Graduate Studies; and the Division of Business Administration.

The major structural change since that time has been the creation of the School of Business and Economics in 1970 by the Trustees. The reorganization of the institution's academic structure set up the organizational framework for subsequent growth. Under Chancellor Dowdy, more effort has been made to delegate authority than has historically been the case. One high level staff person, Edwin Bell, Director of Planning, made the following observation regarding the governance of Black institutions: "Historically these are schools that have been fun by strong administrators." It was his view that Dowdy had gone further to allow involvement than any previous president or than most presidents of similar institutions.

In 1971, North Carolina Agricultural and Technical University became a campus of the University of North Carolina System. The basic organization structure of the Board, President, and Vice Presidents remained the same, although the titles changes, with the President becoming a campus Chancellor. This absorption of A & T by the state has influenced some changes in the governance and management of the institution, however. A new level of administration has been created, with a system-wide administration and trustees, and in many instances approval on this level is needed before program changes at the campus level can occur. In addition, the campus management and financing procedures have to comply with system-wide requirements. The university had to develop the capacity to function in the inter-institutional decision arena. In the opinion of many interviewed, the university has done exceedingly well in the state-wide arena.

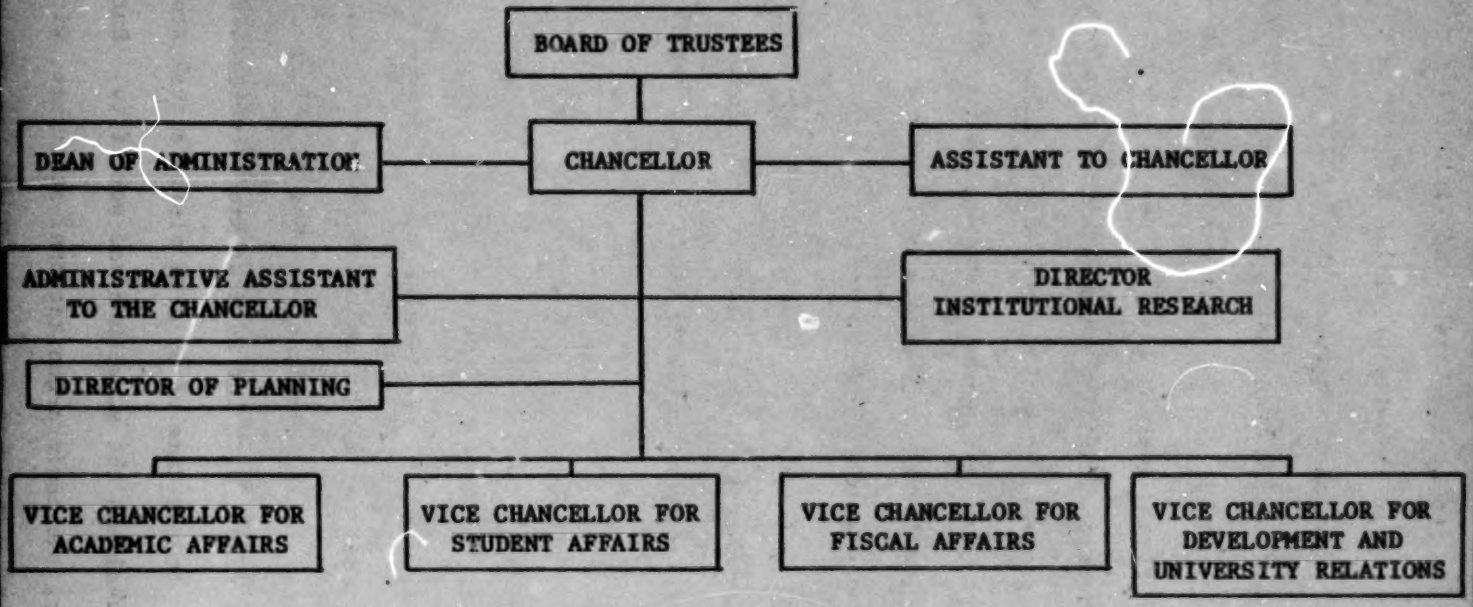
Throughout the late 1960s, A & T received Title III support for its development efforts. In the view of Willie Ellis, the current AIDP Coordinator, the relationship between the Title III Washington, D.C. staff and A & T has always been positive. When the Advanced Program was announced in 1973, the university applied for funding in 1974-75. The AIDP grant, awarded in 1974, has allowed A & T to undertake some development activities that might not have occurred otherwise. Since the university still views itself as a growing institution, the curriculum development component in particular has provided the opportunity for the university to prepare for growth by initiating new programs by hiring new faculty and by undertaking needed program development. The planning, management and evaluation system (PME) and management information system (MIS) components have given the institution the opportunity to study and address their management deficiencies.

Administrative Structure

Both the academic and administrative structures at A & T are highly differentiated. The university also has an elaborate governance system that provides for constituent involvement in many policy decisions. The administrative structure has been in fluctuation during the past several years, with the several minor reorganizations having taken place. At the time of my site visit, a desk study was being conducted to evaluate the structure and work flow. During these transitions, however, the basic organizational structure, with a Chancellor and four Vice Chancellors, Figure IV-A, has remained intact.

Figure IV-A

ORGANIZATION FOR CENTRAL ADMINISTRATION



In addition to the Vice Chancellors, the Director of Institutional Research, Dean of Administration, Assistant to the Chancellor, Administrative Assistant and Director of Planning report directly to the Chancellor.

Each of the Vice Chancellors has major administrative responsibilities. The Directors of Alumni Affairs, Athletics, Information and Cooperative Education report to the Vice Chancellor for Development and University Relations. The Directors of Accounting, Auxiliary Services, Contracts, Personnel, Physical Plant, and Purchasing, the Bursar-Director of Student Accounts, and Budget Officer report to the Vice Chancellor for Fiscal Affairs. The Academic-Affairs and Student-Affairs organizations are even more complex and both have been part of the AIDP development project.

The student-affairs organization is in transition from a loosely structured set of services reporting to the Vice Chancellor for Student Affairs to a formally structured organization with an Assistant to the Vice Chancellor, three Deans and two Directors (for Registration and Records and Admission), reporting directly to the Vice Chancellor. The actual titles for the Deans' positions are still unsettled. They are moving a system with a Dean of Men and a Dean of Women to a system where three Deans are responsible for services in particular areas. One Dean is responsible for housing, the university center and student organizations, and activities. A second is responsible for counseling services, career planning and placement, career education, financial aid and the health center. The third is responsible for human resources and foreign students, veteran and

handicapped student affairs, and religious activities. The Directors for each of these services report to the Dean. As a part of the reorganization, the Director of Academic Advising, an activity supported by AIDP, moved from student affairs to academic affairs.

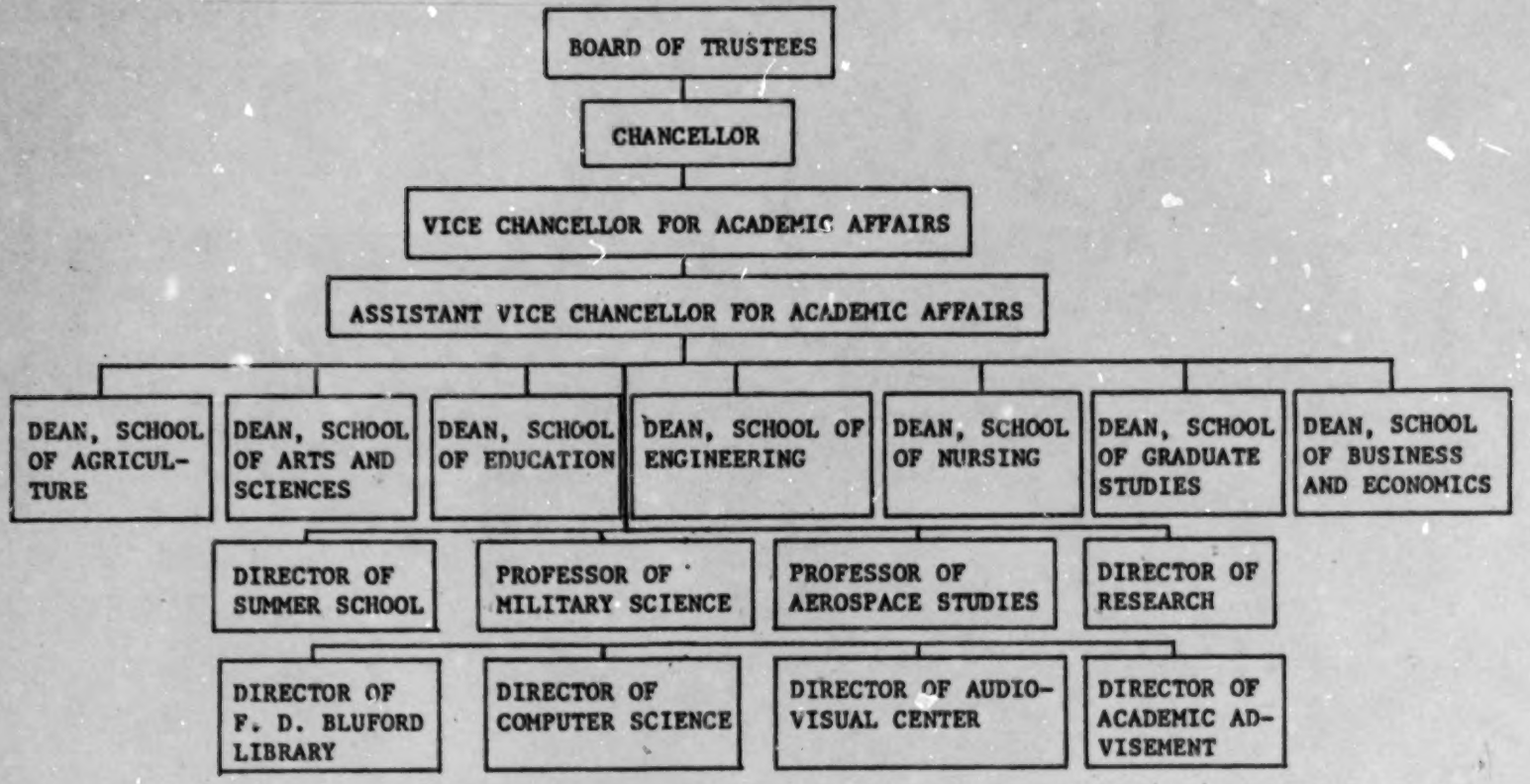
The AIDP project at A & T is facilitating the transition in student affairs in two ways. First, in several areas--counseling, placement, and career education--needed staff are being hired with AIDP funds to improve these activities. In addition, new management techniques are being implemented as a result of the PME effort. The Student Affairs organization is implementing a management-by-objective approach. Overall, the members of the student affairs staff interviewed expressed the feeling that AIDP was helping them develop a more professional student-affairs organization.

The administrative structure of the academic-affairs organization is the most complex area (see Figure IV-B). The Vice Chancellor for Academic Affairs, Glenn F. Rankin, has several Deans and Directors who report directly to him. In addition to the Assistant Vice Chancellor for Academic Affairs, Willie Ellis, who is also AIDP Coordinator, also reports directly to the Vice Chancellor. Each of the schools is also composed of several departments with chairpersons who hold administrative appointments.

The School of Arts and Sciences is the largest in terms of students (refer to Table IV-B) and the number of departments, thirteen. The departments in A & S include: Art, Biology, Chemistry, English, Foreign Languages, History, Mathematics, Music, Physics, Political Science, Psychology, Sociology and Social Services, and Speech

Figure IV-B

ORGANIZATION FOR ACADEMIC AFFAIRS


BOARD OF TRUSTEES
CHANCELLOR
VICE CHANCELLOR FOR ACADEMIC AFFAIRS
ASSISTANT VICE CHANCELLOR FOR ACADEMIC AFFAIRS
DEAN, SCHOOL OF AGRICULTURE
DEAN, SCHOOL OF ARTS AND SCIENCES
DEAN, SCHOOL OF EDUCATION
DEAN, SCHOOL OF ENGINEERING
DEAN, SCHOOL OF NURSING
DEAN, SCHOOL OF GRADUATE STUDIES
DEAN, SCHOOL OF BUSINESS AND ECONOMICS
DIRECTOR OF SUMMER SCHOOL
PROFESSOR OF MILITARY SCIENCE
PROFESSOR OF AEROSPACE STUDIES
DIRECTOR OF RESEARCH
DIRECTOR OF F. D. BLUFORD LIBRARY
DIRECTOR OF COMPUTER SCIENCE
DIRECTOR OF AUDIO-VISUAL CENTER
DIRECTOR OF ACADEMIC ADVISEMENT

Communication and Theater Arts. Arts and Sciences is considered the strongest of the Schools and its faculty is considered to have the most traditional academic values. Some of the curriculum development efforts, for example, the mass communication program, are taking place in A & S.

The School of Agriculture has four departments: Agricultural Education, Animal Science, Home Economics, and Plant Science. In addition to being heavily involved in teaching, the faculty of Agriculture have become involved in research very heavily during the past ten years. Charles Fountain, a faculty member in the School, observed that although the research function is relatively new to the School, new funds, available due to recent federal legislation, have already caused "significant change in the School in recent years."

The Agricultural School also has several AIDP components: environmental planning, landscape architecture (the first program in a Black institution), and the cooperative food-science program. In two areas--environmental planning and landscape architecture--new programs are being developed by the faculty. In the cooperative food science program, faculty from two departments, animal science and home economics, are combining their expertise to develop a food science program that cuts across departmental lines. The two departments are working cooperatively on the development of laboratories and courses for the program.

The School of Education houses six departments: Adult Education and Community Services, Education, Educational Psychology and Guidance, and Health, Physical Education and Recreation--and the Division of

Industrial Education and Technology, which includes the departments of Industrial Education and Industrial Technology. Education is the third largest School in the university and is a center of several AIDP activities. One of the AIDP activities housed in the School is the Urban Problems component. Originally designed as an exchange program with Rutgers University, this program has developed into an elective program for students in any academic major who want an urban specialization. Industrial Technology is another area that has made use of AIDP funds. This department has made a transition from traditional auto and industrial-arts programs to a program designed to train middle managers in industry.

The Schools of Engineering and of Business and Economics are two of the newest Schools in the university. Both are headed by Deans hired from off campus and are considered successful at raising outside funds. Each School has four departments: Accounting, Business Administration, Business Education and Administrative Services, and Economics in Business and Economics; and Architectural Engineering, Electrical Engineering, Industrial Engineering, and Mechanical Engineering in Engineering. Both Schools have made use of AIDP funds. Engineering has made use of them in the development of the Architectural Engineering program and Business and Economics in their efforts to attain accreditation by AACSB.

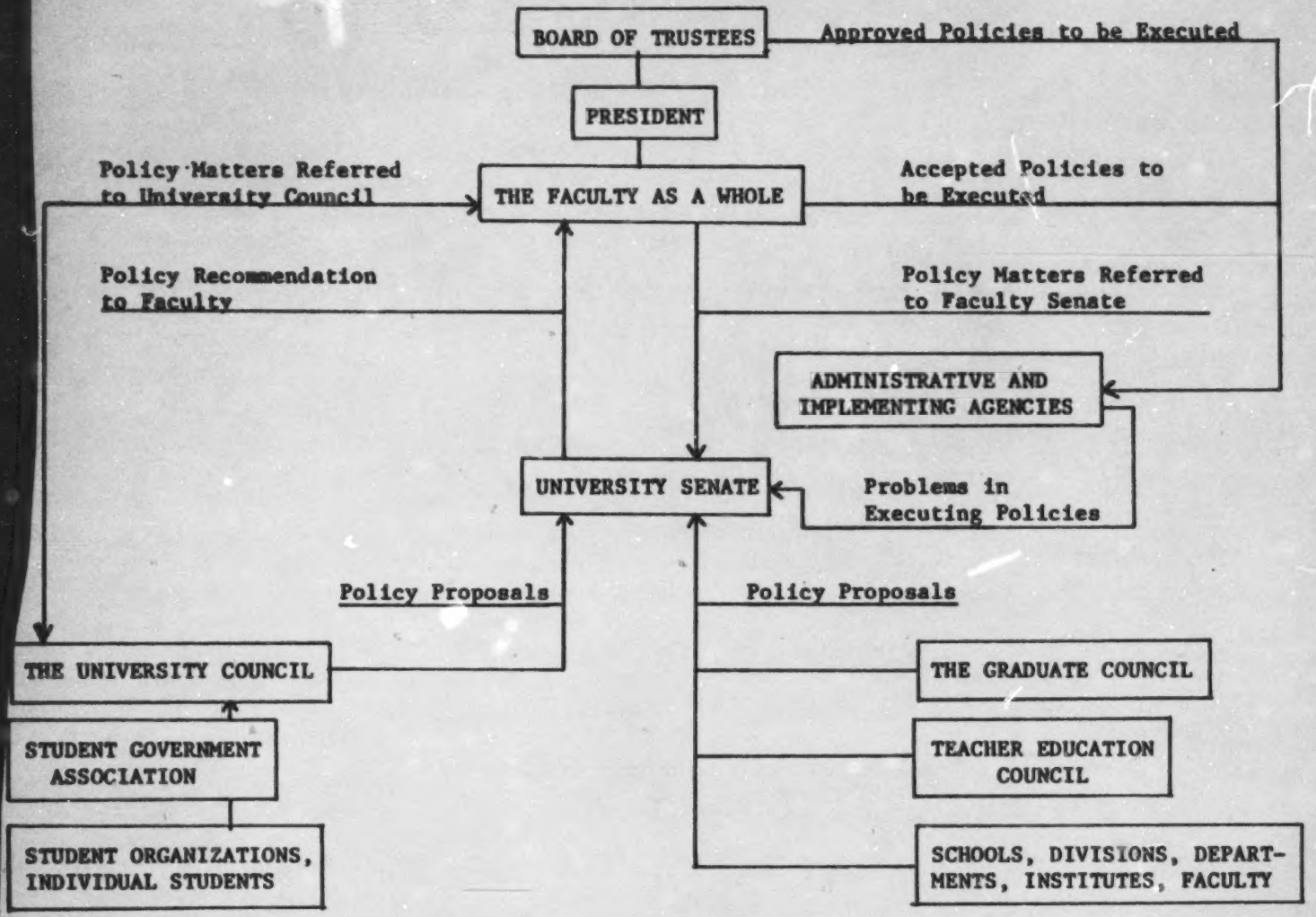
The remaining two Schools are the least complex structurally. The School of Graduate Studies has a Dean and approximately 700 students enrolled in diverse areas through the university. Faculty who teach in the graduate programs are part of the faculty of the other

Schools. The School of Nursing has one academic major program, nursing. Although it is the smallest of the Schools, it is a nationally accredited school which has received some national recognition within the nursing profession.

In addition to the formal administrative and academic structure, A & T has developed an elaborate governance system for faculty and student participation. Figure IV-C presents a flow chart for their participation in policy development. A & T has a university senate that is composed of faculty, students, and administrators. Faculty and student members are elected from departments. All academic administrators, from department chairmen to deans, are members of the senate. A & T also has a university council for policy in the student affairs area. The senate is responsible for all things related to the instructional phase of the institution. All recommendations that pass the senate are voted on by the faculty as a whole. The senate appears quite effective; as Senate Chairman, A. Bell, describes it: "I don't know of any recommendation from the senate to the faculty forum being rejected."

One of the unique features of A & T's senate is that it involves students, a practice started as a result of student unrest in the sixties. Faculty and students are on committees and although student attendance at committees meetings is often poor, their attendance at monthly senate meetings is good. Senate Chairman, A. Bell, described student participation as "very good for the student." Although some faculty expressed concern about the lack of student participation on committees, the attitude toward student involvement in the senate was

Figure IV-C. FLOW CHART OF FACULTY AND STUDENT PARTICIPATION IN POLICY DEVELOPMENT



very positive on the part of most faculty interviewed. Dr. Prince, Chairman of the Education Department, described the senate structure as "a very good system of checks and balances." It is her view that "any student or faculty can start a curriculum change."

Management System

In their AIDP plan, North Carolina A & T proposed changes in three areas as a means of improving "the efficiency and the effectiveness of long-range planning, short-range planning, management and evaluation process" (p. 274). These areas were:

> Augmenting the overall process by the establishment of a Long-Range Planning Council;
>
> Developing and implementing the Transactional Information System components of the university's Management Information System;
>
> Analysis of the present Planning, Management, Evaluation function and development and implementation of a comprehensive system for accomplishing the PME process. (p. 274)

The proposal described an already developed planning capacity. At the time of the AIDP grant, A & T had a well-developed planning capacity. The planning information was "assembled at the operational levels and channeled upward to the major administrative units" (p. 41). A newly-created Office of University Planning "receives information pertinent to planning from each of the major administrative units and forms the major institutional committees" (p. 41). It is the purpose of this office, and of the top executive level of the institution, to coordinate the planning process. The management systems proposed in the AIDP grant was to coordinate these diverse institutional planning and management activities.

A & T's planning, management, and evaluation system was designed to coordinate systematically institutional activities: "Because North Carolina A & T State University has shown a growth pattern, and because continued growth is expected, it is imperative that the capability to plan, budget, manage and evaluate be systematically implemented throughout the university" (p. 276). The stated purpose and benefits of the program were:

> Purpose
>
> The planning, management, and evaluation system will provide basic evaluative data for each of the major program areas. In addition, the PME system will utilize the transactional data to prepare planning reports. For program evaluation, the PME system will break out actual transactional data and compare it to stated objectives. This will greatly facilitate a standardized comparative evaluation analysis of programs such that summary evaluations may be conducted on a relative basis. For long and short range planning standardized planning documents can be generated by the system outlining existing programs and program characteristics, thus eliminating that much manual effort in the planning process.
>
> Benefits
>
> The benefits of the PME system will consist of a standard evaluation mechanism, a reduction in the amount of manual calculations performed, and the preparation of planning formats and reports. The standard evaluation mechanism is the means by which data are retrieved from the transactional system and displayed for evaluation purposes. The automatic calculation of basic evaluation ratios, totals and percentages from transactional data will allow evaluation personnel to concentrate on their real task--evaluation--rather than upon computation. The system will be capable of assessing transactional data from existing programs to prepare long and short range planning documents with the historical data already capsulized and displayed, thus facilitating the generation of projections. (pp. 276-277)

Implementation of the PME and MIS systems has not progressed rapidly at A & T. The directors of both the PME and MIS spent their first two years developing a Planning, Management and Evaluation

manual. The manual is a two and one-half inch thick document detailing the operations of the university. The two largest chapters in the nine chapter document are on the goals and objectives for each subunit of the institution (171 pages) and on the office procedures for the administrative side of the enterprise (76 pages). The stated purpose of the manual was:

> Essentially, the PME Manual should serve as a performance guide and a checklist of activities and procedures to be followed, which, if efficiently and systematically implemented at all levels, over a reasonable period of time, should propel the university into the mainstream of American higher education with respectable eminence. (PME Manual, pp. 1-3)

The planning process for the manual started with a statement of university goals. Then it proceeded with the goals and objectives for each suborganization. The manual describes the process of developing the objectives for each of the components of the university as follows:

> Following the presentation of these tentative or suggested goals to the top administrators, the Chancellor and the Vice Chancellors who head up the four major areas, met with the Planning Office staff to consider these goals for acceptance and implementation. In a series of meetings, during which a number of changes in the wording and content of many of these tentative goals occurred, the Chancellor and his Vice Chancellors identified and accepted cooperatively goals with their staff which they felt best defined their functions and those of their subordinates.
>
> Next, a series of workshops beginning at the Chancellor's level and following through with others at the Vice Chancellor and Deans' level, were instigated to promote the idea that these were office goals or actual responsibilities of the managers which were cooperatively accepted by top managers and their workers in both the academic and non-academic areas. (Chapter 3, p. 10)

This process of goal setting by individual departments is seen as the primary benefit of the PME system thus far. After the workshops

a planning task force was developed. The task force, composed of planning office staff and others familiar with management processes, provides technical assistance to departments. The major planned outcome of the task forces and workshops, according to Willie Ellis, AIDP Coordinator and Assistant Vice Chancellor for Academic Affairs, was that "they have gotten all of the schools to partially complete their objectives." Another outcome was unplanned: "We've had a lot of changes that weren't necessarily designed. I'm sensing a better attitude toward planning as a result of the workshops outside and training on campus."

The two-year external review of the AIDP project at North Carolina A & T was not entirely positive about either the PME or MIS. Regarding these two program components, McManis Associates (1977) observed:

> The NCATSU PME system is developing slowly and, in our judgment, with some effectiveness; however, much work needs to be done before the full value of successful implementation is achieved. Some good work has been done in writing University, Program, and department goals and objectives, and some good work has been done in the planning area. At present, however, NCATSU does not have a PME system in place which impacts on the total University in a significant way. Therefore, the full benefits that could accrue have not yet been felt, although some PME benefits have been realized, particularly in the area of better planning and clarification of functions.
>
> In analyzing the development of a PME system, McManis Associates is pleased to see some increase in the commitment and support of the top management to such a system. No PME system will work without strong support from the Chancellor and his top staff members. (pp. 2-3)
>
> Although some progress has been made in the development of an MIS, much work remains to be done. In the opinion of the external evaluators, the present effort is handicapped by the absence of an MIS Development Plan, the lack of overall direction and guidance by top administrators, organizational fragmentation, and a dispersion of technically qualified

> personnel resources. An MIS Development Plan which identifies tasks, assigns responsibilities, specifies milestones, and delineates personnel and financial resource requirements, is needed. An MIS should be designed to serve University executive management and other key administrators. They should, therefore, be involved in specifying what information is needed, the establishment of priorities for the implementation of subsystems, approving specifications, and making decisions on the assignment of personnel and the allocation of funds. Technical staff resources should be placed under the direction of one administrator to ensure the efficient utilization of these personnel. (p. 4)

At the end of the first two years of the project, the directors of the PME and MIS at A & T left the university. At present, the placement of two offices in the administrative structure is unsettled. One alternative that appears likely is to have both activities run by the Director of University Planning. After the first round of PME development on campus, the Chancellor and the rest of the administration have a strong commitment to improving the management system and to making it work more effectively.

More university-wide coordination is the next step in the PME-MIS development process. The need for coordination is well phrased in the recommendations of the most recent McManis (1977) report: "Add to the PME model some University-wide one- and five-year objectives in order to give the colleges, staff, and others some future priorities and direction and a framework within which to set their objectives and directions for the future" (p. 3). The next step in the PME development process, according to E. Bell, Director of University Planning, is to establish a university-wide planning process. At present, the office is trying to establish guidelines for the planning process. During the past year Bell has been reviewing different planning models as a

means of establishing one for the university. In addition, E. Bell commented, "We have agreed to establish a budget committee. They will look at new programs and at old programs and make recommendations to the Chancellor." Previously, the university has not had a capacity to prune old programs from the curriculum even if they were costing the university too much money. A few of the administrators interviewed commented on the need for such a mechanism if the university were going to become more cost effective.

The implementation of new management practices is not an easy process in higher education and for those institutions that have faced difficult environmental conditions during their history, as most Black institutions have, the acceptance of new practices can be even more difficult. At North Carolina A & T there has been resistance to new management practices on the part of some faculty and administrators. Edwin Bell described this resistance in a positive light: "One of the things that I'm coming to grips with is that administrators here have been successful because they have been careful." To accept a new practice, he suggests, "they have to see that it is successful." Gloria Phoenix, an analyst with the MIS, observed: "We who are trained in management are saying that we can no longer survive--they say prove it." This slowness to change seems to be a natural part of the institution. Glenn Rankin, Vice Chancellor for Academic Affairs, has been with the university since 1950. In a discussion, he commented, "We haven't found any ways of getting anything done fast." A & T has found ways of getting new practices accepted, however, and if a new management system is implemented it is likely to prove useful and successful.

The academic development activities, the bulk of the AIDP project, are primarily oriented toward the development of individual programs, departments, and schools. They vary in their emphasis from hiring of faculty, to developing curriculum, to preparing for accreditation. These activities consume the majority of the funds for the AIDP project. They are being implemented through the delegated structure of the institution with individual deans, department chairpeople, and faculty being delegated responsibility for their implementation. There are also a few academically oriented AIDP activities that relate to the entire academic program at A & T, but these have to contend with the delegated structure as well.

One of these is the Chancellor's commission on curriculum reform. Its major concerns during its first year were "non-compulsory class attendance, an honors program, class size, individualized instruction, and the need for a data base for decision making" (McManis, 1976). As the work of this task group--composed of eighteen members including administrators, faculty representatives, and one student--nears completion, implementation of the recommendations becomes the important issue. McManis Associates (1977), in the most recent evaluation of the AIDP project at A & T, observed that:

> The Commission is in the process of completing its work (except for the faculty study grants) and of submitting its final report. The real test of the value of this activity will be in the specificity and profundity of its recommendations. Since the Commission has no authority to implement its recommendations, the power of its persuasion will be strongly tested. (p. 9)

Another example of a development activity that cuts across department lines is Cooperative Education. This program is designed to

coordinate experiential learning and internship programs on campus. Successful implementation of a coordinated effort of this type, however, is dependent on the flexibility of the delegated structure as well. Regarding this activity, McManis (1977) made the following observations:

> There is some inconsistency in the granting of academic credit for Cooperative Education Program participation. Depending upon the discipline in which the student is enrolled, he or she may or may not receive academic credit for this experience.
>
> The recruiting and career advising undertaken by the staff in the Cooperative Education Program may be an overlap of those functions which are the responsibility of the Office of Admissions and the Office of Placement and Career Planning. Though there may be come advantages or rewards to both the University and the student in this kind of overlap, it may prove to be, on a long-range basis, somewhat unsound economically. (p. 6)

There is some resistance to coordination in this area. Departments that have developed programs, or that are in the process of developing programs, desire to maintain control over them. If resources are to be utilized more effectively, and programs are to be developed more consistently across departments and colleges, then some efforts to communicate and coordinate, at least to the extent of having consistent policies, will eventually be necessary.

A third AIDP activity that is designed to coordinate between academic units is academic advisement. Initially housed administratively in student affairs, and later moved to academic affairs, this activity is designed to coordinate and improve the university's academic advising system. Quality of academic advising presently varies considerably from school to school and department to department.

Under the new plan a person in each department will be designated as responsible for advising. In addition to coordinating the activities of these individuals, the person heading this office is undertaking a variety of developmental activities, including: development of a manual for academic advisors; the development of a curriculum guide for advisors and students; and evaluation of the academic advising program by students and faculty. The coordination needs in this area appear great. Regarding the future development of this activity, McManis (1977) observed:

> To avoid the possibility of becoming overwhelmed by all the things that need to be done in such a short period of time, the objectives should be prioritized. This would also enable the University to direct its limited resources for this activity toward those objectives which are critical to the success of the Academic Advisement Program.

In sum, there are two types of management development taking place at North Carolina A & T that are evidenced both in the development of the formal management system and in the academic management process. The first type is the development of the structure itself and of the delegation of responsibility to subunits. The second type is the coordination of the diverse range of activities taking place in the institution. Both sets of management needs appear to exist simultaneously.

In the PME and MIS emphasis was placed on the development of the PME manual the first two years. By-products of this activity were increased awareness of management practices at middle management levels and improved goal-setting capability at the department and college levels. At the same time there was a need to develop a system for

coordinating among the various university activities. To do this the institution is starting to establish processes to develop university-wide objectives and to review the cost-effectiveness of new and existing programs.

In the academic area these developments have taken a slightly different form. The first type of activity has consisted of developing academic programs. The second type is the few efforts to coordinate curriculum reform and program development across departments and schools, such as the commission on academic reform, cooperative education, and academic advising.

Management Effectiveness

North Carolina A & T State University has made a concerted effort during the past two years to develop a viable management system. More development is needed, however, if an effective management system is to be realized. A discussion of the effectiveness of the A & T management system according to five descriptive criteria follows.

Attention Paid to Management Needs. The events of the past two years, and especially the implementation of the management components of the AIDP project, demonstrate the high level of interest in better management at North Carolina A & T. For the first two years of the AIDP project, the university was engaged in a labor-consuming process of identifying the objectives of all the subunits of the university, both academic and administrative. Even before the implementation of the AIDP project, the university had identified the planning, management, and evaluation system and management information system as areas in need of development.

The implementation procedure for the PME and MIS emphasized meeting the management needs of the organizational subunits within the university. The procedure of setting objectives within departments achieved the dual purposes of identifying management needs at the subunit level and of establishing the rudiments of a management system at these levels. The procedure did not address the management needs at the university-wide level. Administrators and outside evaluators have acknowledged that to be effective, the university management system at A & T will need to develop a university-wide planning process as well as a process for evaluating the performance of different programs.

Implementation of Viable Management System. Because the main emphasis was placed on the development of the Planning, Management, and Evaluation Manual during the first two years of the implementation process, a balanced management system has not developed at the university. Administrators interviewed acknowledged there were benefits to the procedures used to develop the manual. Student-affairs administrators felt that this process has aided in the development of a more professional organization. Academic administrators acknowledged the goal-setting procedures have helped establish priorities at the department or school levels.

A university-wide planning process has not developed, however. This has a high priority for the next two academic years and additional AIDP funds have been awarded to the university for the further implementation of the PME and MIS during the next fiscal year. Development of university-wide planning and evaluation capacities is essential to

the implementation of a viable management system.

The academic side of the enterprise at A & T has shown more balance between the coordination and delegation, although there could still be more emphasis on coordination in this area as well. Most of the academic and curriculum development activities at A & T have been programmatic. Most have been oriented toward developing a particular curriculum, hiring a few key faculty, or progressing toward accreditation. Some of the curriculum development efforts, like the food-science and mass-communication programs, have attempted to coordinate between different departments and schools. A few other activities in the academic area are oriented toward university-wide coordination, particularly the academic advisement and cooperative education. The university does not have the financial resources for each school and department to develop these capabilities independently. These activities have a greater likelihood of reaching a large number of people and programs if they are approached at a university-wide level.

Effectiveness of Resource Planning and Use. Measures for evaluating the effectiveness of university resource planning and use are often ambiguous and conflicting when applied to universities because, historically there has been little incentive to be efficient. For North Carolina A & T, the ambiguity of existing measures is evident. For an historically Black institution that has had to face some of the basic issues of survival throughout its history, A & T has been highly successful in recent years in securing resources. However, the institution could be much more effective in utilizing available resources.

Compared to other public four-year institutions funded by AIDP in 1973 and 1974, A & T is financially well off, with an education and general expenditure per student that is nearly two standard deviations above the average. As a public institution in a state that is well above average in its level of support for higher education, A & T has fared well in recent years. The university has also benefited from substantial support from federal and private programs in its development efforts. The $2 million from AIDP has had a significant and positive impact on the capacity of the institution to undertake the activities it has planned. The institution has experienced some financial difficulties in recent years, however, in spite of this good fortune. Expenditures were greater than revenues for 1975-76. These trends have continued. The memo from Chancellor Dowdy transmitting the AIDP continuation grant proposal referred to "economic roadblocks" that have caused problems balancing the budget for 1977-78. The university was unable to provide AIDP matching funds due to other budget demands.

The problem at A & T is not a lack of resources; nor do resources appear mismanaged. Instead, the university has placed major emphasis on the development of new programs, which is often an expensive enterprise, while not setting priorities for program objectives in relation to university objectives. The university has established these as the priorities for the next year and has received additional AIDP funds to undertake these developments. These developments have a chance of improving the effectiveness of resource use and planning at A & T.

Quality and Effectiveness of Constituent Involvement. In the past decade North Carolina A & T has done an exceptional job in opening the policy formulation process to wider involvement of diverse university constituencies. In the middle and late 1960s, A & T, like most higher-education institutions, experienced substantial conflict and unrest. Unlike most United States institutions that confronted these difficulties, A & T did not approach their resolution on an entirely ad hoc piecemeal basis. The reform of the governance structure, expanding the senate into a more representative organization that includes students and administrators as well as faculty, has probably increased the effectiveness and legitimacy of this body within the institution.

The attitude about the involvement of the various campus constituencies in decision making seems positive. Some faculty voiced dissatisfaction with student participation because of a lack of follow-through. Most, however, felt that the university senate gave everyone a chance to initiate reform. Faculty appear confident about the importance of their own involvement. The stress on more effective management has not lessened this feeling. In fact, a hidden advantage of the goal-setting process used to develop the PME Manual has been an increased awareness of management practices throughout the academic side of the enterprise. Administrators generally appear confident that the university is well run, and that it has a capacity to solve its management problems. Chancellor Dowdy has consistently shown a commitment to involving diverse constituent groups in governance and management.

Renewal Capacity. In some respects North Carolina A & T's history demonstrates a capacity for renewal, starting as a small technical college for Blacks and evolving into a university serving diverse publics. Recent institutional history, and particularly the development efforts under AIDP, show a capacity to continue to grow and to develop. The AIDP project at A & T has been exceptional according to most measures: most milestones have been met and most external evaluations are positive. The development of a more open governance system also demonstrates the capacity to change. In recent years, however, the university has not demonstrated a capacity to examine critically its objectives and how existing programs are contributing to these objectives. This capacity, which the university may develop under AIDP, would increase the institution's prospect of continuing to change in an increasingly stable educational environment.

Conclusions

North Carolina Agricultural and Technical State University is an institution at an important crossroads. It has grown into a major university and become part of the state university system in North Carolina. A recent U.S. District Court ruling and the resulting HEW guidelines make certain changes necessary. In the future the university will have to serve a more diverse clientele and may enjoy more state support for future program developments. Thus far, its mission has been restricted by state legislation, but state responses to the HEW guidelines may change this. During the past few years, A & T has undergone an intensive institutional development process. A large

grant from the Advanced Program of the Developing Institutional program has been used to develop new academic programs, to improve student services, and to develop a more viable management system. A & T views itself as a growing institution and is developing new programs that should give it a capacity for continued growth.

In many respects the university is already a large-complex institution. With six undergraduate schools, a graduate school, and an increasing research capacity, A & T faces many of the same organizational and management problems that confront much larger universities. It has attempted to develop a management system that is compatible with this complex structure. Under the AIDP grant, the university developed a planning, management, and evaluation manual that defines better the objectives for the various academic and administrative subunits within the university. The process of developing the manual also improved the management skills within these subunits.

Simultaneous to the need for better management practices within the subunits of the university there has been a need for better coordination of the organizational subunits. Although the university has been well funded in recent years, income from the state is no longer increasing as fast as enrollments. The university needs to establish a university-wide planning capacity, which it has not done. It also needs to develop a method of evaluating existing programs. There is a prospect that these later capacities will be developed in the near future. Such developments would increase the capability of the university to deal with an increasingly difficult financial situation.

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I visited North Carolina A & T on June 21-22, 1977. People interviewed were:

Daisy Weaver, Assistant AIDP Coordinator
Willie Ellis, AIDP Coordinator, Assistant Vice Chancellor for Academic Affairs
Edwin Bell, Director of University Planning
Gloria Phoenix, Analyst, Management Information System
Jesse Marshall, Vice Chancellor for Student Affairs
Ruth Gore, Director of Academic Advising
William Parker, Associate Dean of Student Affairs
Robert Wilson, Director of Counseling Center
W. I. Morris, Director of Placement
Joseph Bennet, Director of Career Education
Lewis C. Dowdy, Chancellor
G. F. Rankin, Vice Chancellor for Academic Affairs
Mathew King, Vice Chancellor for Fiscal Affairs
W. A. Blount, Director of Institutional Research
R. Artis, Director of Registration and Records
S. J. Shaw, Dean, School of Education
A. P. Bell, President of University Senate; Chairman, Department of Agricultural Education
Naomi Wynn, Dean, School of Nursing
Dorothy Prince, Chairman, Department of Education
Talmage Brewer, Chairman, Department of Animal Science
Russell Rankin, Chairman of Industrial Education
Richard Moore, Director of Public Information
William Streat, Chairman, Department of Architectural Engineering
Suresh Chandra, Dean, School of Engineering (interviewed at Harvard University, Institute of Education Management).

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